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R 121420Z SEP 75 FM AMEMBASSY QUITO TO SECSTATE WASHDC 7211 INFO DIA WASHDC AMEMBASSY BOGOTA AMEMBASSY LIMA AMCONSUL GUAYAQUIL USCINCSO, QUARRY HGTS CZ

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E.O. 11652: GDS TAGS: PFOR PINT EC

SUBJECT: AFTERMATH OF THE ABORTED COUP: THE NEW LOOK IN THE GOE

AND LIKELY CONSEQUENCES FOR U.S. INTERESTS

REF: A) QUITO 6652 B) QUITO 6806 C) QUITO 6808

1. SUMMARY: THE NEW CABINET HAS BEEN ANNOUNCED AND NEW OFFICIALS HAVE BEEN NAMED TO MANY OTHER HIGH POSITIONS WITHIN THE ECUADOREAN MILITARY AND THE GOVT. THIS MESSAGE MAKES THE ASSUMPTION THAT THE PRESENT GOVT WILL STAY IN POWER LONG ENOUGH TO EVOLVE AND IMPLEMENT CERTAIN NEW POLICY DIRECTIONS, BOTH INTERNALLY AND INTERNATIONALLY. MEANWHILE, FROM WHAT WE KNOW OF SOME OF THE NEW FACES AND FROM PUBLIC STATEMENTS ALREADY MADE BY NEW OFFICIALS, CONFIDENTIAL

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CERTAIN TENDENCIES AFFECTING U.S. INTERESTS ARE ALREADY

BECOMING CLEAR. THE U.S. SHOULD CONTINUE TO ENJOY THE FAVORABLE DISPOSITION OF BOTH MILITARY AND CIVILIAN ELEMENTS IN THE GOE. EVOLVING GOE ECONOMIC POLICY, ESPECIALLY WITH RESPECT TO PETROLEUM AND FOREIGN INVESTMENT, BODES WELL FOR U.S. ECONOMIC INTERESTS. WE EXPECT THE PROGRESS ALREADY MADE ON LOS AND THE BILATERAL FISHING ISSUE TO CONTINUE WITH PERHAPS ENHANCED CHANCES OF SUCCESS. END SUMMARY.

- 2. FOLLOWING THE UNSUCCESSFUL COUP ATTEMPT ON AUG 31/SEPT 1, PRESIDENT RODRIGUEZ LARA ON SEPT 8 ANNOUNCED HIS APPOINTMENT OF NEW CABINET MEMBERS AND OTHER HIGH GOVT AND MILITARY OFFICIALS -- SEE REF A. BIOGRAPHIC MATERIAL IS PROVIDED IN REF B AND AN ANALYSIS OF THE PROSPECTS FOR THE NEW GOVT IS CONTAINED IN REF C.
- 3. THIS MESSAGE EXAMINES THE NEW RODRIGUEZ LARA GOVT AND THE CONSEQUENCES TO THE U.S. OF ITS LIKELY POLICIES AND ACTIONS IN THREE AREAS: A) THE DISPOSITION OF GOE AND THE ECUADOREAN PEOPLE TOWARD THE U.S.; B) U.S. ECONOMIC INTERESTS; AND C) ECUADOR'S RELATIONS TO THE THIRD WORLD. THE ANALYSIS IN THIS MESSAGE IS BASED ON THE ASSUMPTION THAT THE PRESENT GOVT WILL STAY IN POWER LONG ENOUGH TO EVOLVE AND IMPLEMENT NEW POLICY DIRECTIONS AND/OR EMPHASES, BOTH INTERNALLY AND INTERNATIONALLY. THIS ASSUMPTION IS QUESTIONED AND SUSTAINED IN REF C.
- 4. LIKELY DISPOSITION OF NEW GOVT TOWARD U.S. THE U.S. HAS AN INTEREST IN THE FAVORABLE DISPOSITION OF THE ECUADOREAN PEOPLE AND THE MEMBERS OF THEIR GOVT. BY "FAVORABLE DISPOSED" AS USED THROUGHOUT THIS MESSAGE, THE

MISSION DOES NOT MEAN INDIVIDUALS WHO WOULD PUT U.S. WISHES ABOVE WHAT THEY CONSIDER BASIC ECUADOREAN INTERESTS AND WELL KNOWN POLITICAL POSITION, E.G. LOS OR OPEC MEMBERSHIP; BUT PERSONS WITH AN ATTITUDE OF CORDIALITY TOWARD AMERICANS AND A VIEW THAT HOLDS THE U.S. IN ESTEEM IN COMPARISON WITH OTHER NATIONS. THE ATTITUDE OF THE ECUADOREAN ARMED FORCES IS KEY NOT ONLY TO THE STABILITY OF THE RODRIGUEZ CONFIDENTIAL

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GOVT BUT ALSO THE ENTIRE RANGE OF POLICY AND ACTIVITY THIS GOVT MAY CARRY OUT. IN GAUGING THE OUTLOOK OF THE ARMED FORCES TOWARD THE U.S., NEW PERSONALITIES AND OLD ONES CONTINUING IN OR DEPARTING FROM THE RODRIGUEZ GOVT MUST BE EVALUATED.

5. ON THE WHOLE, THE KEY MILITARY POSITIONS ARE OCCUPIED BY MEN WHNO WE EXPECT TO BE RECEPTIVE TO U.S. OFFERS OF

COLLABORATION AND ASSISTANCE. AS LONG AS THE U.S. CAN OFFER AND PROVIDE SUFFICIENT ASSISTANCE TO HELP THE MILITARY SERVICES MAINTAIN AND IMPROVE THEIR ORGANIZATIONS, THE ECUADOREAN ARMED FORCES ARE LIKELY TO BE FAVORABLY DISPOSED TOWARD THE U.S. AND ITS POLITICO-ECONOMIC SYSTEM. IT IS UNCERTAIN WHAT THE REACTION MIGHT BE SHOULD U.S. COLLABORATION DIMINISH MUCH BELOW THEIR CURRENT LOW LEVELS.

6. THE NEW DEFENSE MINISTER, RETIRED GENERAL ANDRES
ARRATA, SPENT A CONSIDERABLE PART OF HIS MILITARY CAREER
IN THE U.S. AND SHOULD BE RECEPTIVE TO U.S. ASSISTANCE. CHIEF OF
JOINT STAFF AND COMMANDER OF THE ECUADOREAN NAVY VICE ADMIRAL
ALFREDO KOVEDA HAS ALREADY DEMONSTRATED A STRONG DESIRE TO WORK WITH
US NOTWITHSTANDING OUR INABILITY TO PROVIDE WHAT HE MOST
NEEDS -- SHIPS. BY CONTRAST, HIS PREDECESSOR VASQUEZ, WHO
HAS BEEN GRANTED SEMI-RETIREMENT ("DISPONSIBILIDAD") WAS
MOST DIFFICULT. THE NEW ARMY COMMANDER, GENERAL LUIS
GUILLERMO DURAN, MOST RECENTLY MINISTER OF GOVT AND A
RATHER STIFF AND TACITURN MAN, HAS WILLINGLY COLLABORATED
WITH THE U.S. ON NARCOTICS MATTERS, AND SHOULD COOPERATE
AS HEAD OF THE ARMY. OUR RELATIONS WITH THE AIR FORCE HAVE
BEEN GOOD AND, SINCE AIR FORCE COMMANDER COL. LUIS LEORO
REMAINS, WE EXPECT THEM TO CONTINUE IN THE SAME VAIN.

7. WE BELIEVE THAT THIS GENERALLY FAVORABLE INCLINATION OF

THE ECUADOREAN ARMED FORCES COMMANDERS WILL SPILL OVER INTO NON-MILITARY AREAS AND HAVE A SALUTORY EFFECT ON U.S.-ECUADOREAN RELATIONS.

8. IN THE CONDUCT OF FOREIGN AFFAIRS, THE NEW FOREIGN MINISTER, GENERAL CARLOS AGUIRRE, IS WELL AND FAVORABLY KNOWN TO THIS MISSION. HE HAS PROCLAIMED THAT THERE WILL CONFIDENTIAL

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BE NO MAJOR CHANGES IN ECUADOR'S FOREIGN POLICY.

9. TURNING TO POSITIONS THAT ARE KEY IN TERMS OF THE PROSPECTS FOR PRIVATE ENTERPRISE AND ESPECIALLY U.S. FOREIGN INVESTMENT, THE NEW RODRIGUEZ TEAM ALSO LOOKS GOOD. OF THE TWO CIVILIAN FACES IN THE CABINET, ONE IS THAT OF JAIME MORILLO BATTLE, FINANCE MINISTER. DURING HIS PERIOD AS PRESIDENT OF THE NATIONAL MONETARY BOARD HE WAS WELL AND FAVORADSY KNOWN TO THIS MISSION. HE IS A TRAINED ECONOMIST AND BUSINESS PRAGMATIST. ACCESS TO MORILLO WITH FRUITFUL RESULTS IS EXPECTED TO BE EASIER THAN WITH HIS PREDECESSOR.

10. THE NEW MINISTER OF NATURAL RESOURCES, COL. JAIME DURNAS, WHOSE POLITICAL ORIENTATION WILL BE IMPORTANT TO THE OIL INDUSTRY, IS LIKEWISE REGARDED AS FRIENDLY TOWARD THE

U.S. AND, DANILO CARRERA DROUZO, THE MINISTER OF COMMERCE, INDUSTRY AND INTEGRATION, AND JORGE FERNANDEZ SALAZAR, CHAIRMAN OF THE NATIONAL PLANNING BOARD, BOTH APPOINTED JUST PRIOR TO THE ABORTIVE COUP, WERE RETAINED BY PRESIDENT RODRIGUEZ. THEY ARE BOTH BUSINESS AND PRODUCTION-ORIENTED, AND ARE KNOWN TO BE FAVORABLY DISPOSED TOWARD THE U.S.

11. ONE FINAL POSITION MERITS COMMENT. THE NEW SECRETARY GENERAL OF THE ADMINISTRATION, ARMY GENERAL BOLIVAR FRANCISCO LOPEZ, HOLDS AN INFLUENTIAL POST CLOSE TO THE PRESIDENT. HIS BACKGROUND INDICATES THAT HE WILL BASICALLY BE FRIENDLY TOWARD THE U.S., BUT HE IS COMING TO THE JOB FROM HIS PRESENT POSITION AS MILITARY ATTACHE IN BRAZIL, AND THE MISSION WILL HAVE TO WORK TO ESTABLISH AN EFFECTIVE RELATIONSHIP WITH HIM.

12. CURSORY EXAMINATION OF THE MEN NOW HOLDING KEY POSITIONS IN THE CIVIL COMPONENTS OF THE GOE ALSO IN-

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R 121420Z SEP 75 FM AMEMBASSY QUITO TO SECSTATE WASHDC 7212 INFO DIA WASHDC AMEMBASSY BOGOTA AMEMBASSY LIMA AMCONSUL GUAYAQUIL USCINCSO QUARRY HEIGHTS CZ

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DICATES A GENERALLY FAVORABLE ATTITUDE TOWARD THE U.S.

13. WITH RESPECT TO THE PUBLIC ITSELF, THE MOST INFLUENTIAL SECTORS -- THE COMMERCIAL AND INDUSTRIAL -- HAVE A SYMPATHETIC ATTACHMENT TO FREE ENTERPRISE AND THE U.S. POLITICO-ECONOMIC SYSTEM. THIS ATTITUDE IS NOT, OF COURSE, AUTOMATICALLY TRANSLATED INTO SUPPORT OF POLICIES FAVORING U.S. INVESTMENT AND TRADE, ESPECIALLY IF THEY ARE CONSIDERED TO ADVERSELY AFFECT LOCAL BUSINESS INTERESTS. THERE IS A RESERVOIR OF GOOD WILL TOWARD AMERICANS AMONG THE ECUADOREAN PEOPLE, BUT SOME LONG TIME OBSERVERS BELIEVE THAT A LATENT AND SOMETIMES MANIFESTED SUSPICION TOWARD THE U.S. AND THE PROPENSITY TO BLAME US FOR ALL ECONOMIC ILLS REMAINS AND IS PERHAPS GROWING.

14. TO GENERALIZE, THE FRIENDLY DISPOSITION OF ECUADOR TOWARD THE U.S. UPON WHICH ALL OF OUR OTHER INTERESTS CONFIDENTIAL

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REST, APPEARS TO HAVE BEEN ENHANCED BY PRESIDENT RODRIGUEZ'S CHANGES ON SEPT. 8. EVEN SHOULD THOSE NEW MILITARY FACES THAT WE DO NOT KNOW SO WELL TURN OUT TO BE LESS FAVORABLY DISPOSED THAN HOPED, THE TOTAL CABINET IS A NET GAIN FOR THE SHORT RUN. THE LONGER TERM CONSEQUENCES WILL DEPEND ON THEIR ABILITY TO STAY IN POWER, EFFECTIVELY MANAGE THE GOVERNMENT AND ECONOMY, AND BRING ABOUT NECESSARY ECONOMIC DEVELOPMENT.

15. THE NEW RODRIGUEZ CABINET AND U.S. ECONOMIC INTERESTS.

U.S. INTERESTS IN THE ECONOMIC FIELD SUBDIVIDE INTO THREE AREAS: HYDROCARBONS PRODUCTION AND U.S. ACCESS THERETO; PROMOTION OF U.S. EXPORTS; AND SETTLEMENT OF BUSINESS AND INVESTMENT DISPUTES.

16. THE NEW ECONOMIC TEAM, AND ESPECIALLY THE NEW MINISTER OF NATURAL RESOURCES, COL. DUENAS, GIVES PROMISE OF A MORE PRAGMATIC APPROACH TO ECUADOR'S PETROLEUM POLICY THAN HERETOFORE. THE NEW MINISTER HAS ALREADY STATED PUBLICLY THAT HE WILL SEEK PREFERENTIAL TREATMENT FOR ECUADOR'S PETROLEUM WITHIN THE OPEC CONTEXT. THIS CAN ONLY MEAN THAT HE WILL SEEK A PRICING POLICY TO ALLOW AN EXPANDED MARKET. HE HAS ALSO PUBLICLY EXPRESSED INTEREST IN USING SERVICE CONTRACTS AS A MEANS TO ENCOURAGE FURTHER EXPLORATION AND DEVELOPMENT. THIS IS THE AREA THAT HAS LAGGED DISASTROUSLY UNDER THE POLICIES OF HIS PREDECESSORS. THE PRESENT HYDROCARBONS LAW PROVIDES FLEXIBILITY FOR RENUMERATIVE SERVICE CONTRACTS TO A FAR GREATER EXTENT THAN IS AVAILABLE UNDER ASSOCIATION OR CONCESSION AGREEMENTS. IN

THE LAST TWO DAYS, COL. DUENAS HAS ALSO ASKED AT LEAST ONE REPRESENTATIVE OF A U.S. OIL COMPANY TO NAME THOSE LEFTISTS IN THE MINISTRY AND CEPE WHOM THE GOVT OUGHT TO REMOVE AND TO PROPOSE TECHNICALLY QUALIFIED CANDIDATES FOR BOTH THESE GOVT UNITS. WE BELIEVE THIS TO BE A SINCERE REQUEST.

17. PRESIDENT RODRIGUEZ HIMSELF RECENTLY EXPRESSED IN THE STRONGEST TERMS ECUADOR'S NEED FOR FURTHER PETROLEUM INVESTMENT AND THE FOOLISHNESS OF FURTHER NATIONALIZATION OF EXISTING PETROLEUM INVESTORS WHILE ECUADOR DESPARATELY NEEDS BOTH TECHNICAL AND FINANCIAL ASSISTANCE IN THIS AREA CONFIDENTIAL

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(QUITO 6623). THERE IS NO REASON TO BELIEVE THAT U.S. ACCESS TO ECUADOREAN HYDROCARBONS WILL BE IN ANY WAY LIMITED BY THIS NEW ECONOMIC TEAM, AND WE BELIEVE THAT A SIGNIFICANT PART OF THE PRESSURE ON TEXACO-GULF MAY EASE.

18. THE U.S. MARKET IN ECUADOR FOR OUR EXPORTS, WHICH GREW DRAMATICALLY AS ECUADOR BECAME A PETROLEUM EXPORTER, HAS BEEN RECENTLY CURTAILED SOMEWHAT AS A RESULT OF IMPORT RESTRICTIONS. (QUITO 6260.) NOT ONLY DOES THE GOVT NOW PROMISE TO REVIEW THESE RESTRICTIONS BUT IT ALSO SEEMS LIKELY THAT ECUADOREAN PETROLEUM EXPORTS WILL BE FURTHER ENCOURAGED SO AS TO PROVIDE ONCE AGAIN AN EXPANDING MARKET IN WHICH THE U.S. CAN AND SHOULD BE AN ACTIVE PARTICIPANT.

19. ALTHOUGH THE CLIMATE FOR FOREIGN INVESTMENT IN ECUADOR SHOULD IMPROVE WITH THE NEW CAST OF CHARACTERS AND WE HAVE NO REASON TO BELIEVE THAT BUSINESS AND INVESTMENT DISPUTES WILL INCREASE, NEITHER DO WE HAVE REASON TO BELIEVE THAT EXISTING DISPUTES WILL MIRACUOUSLY DISAPPEAR. THE SAME ATTORNEY GENERAL KAROLYS, WHO HAS TAKEN A CONSISTENTLY NARROW LEGALISTIC AND NATIONALIST APPROACH TO INVESTMENT DISPUTES (SUCH AS THE ADA CASE) REMAINS IN HIS JOB. ON OTHER PENDING BUSINESS DISPUTES WE BELIEVE THAT WE MAY NOW HAVE A MORE RECEPTIVE HEARING.

20. ECUADOR'S RELATIONS AND WORLD ORDER. THERE ARE THREE RUBRICS UNDER THE HEADING OF WORLD ORDER IN WHICH THE U.S. HAS AN IMPORTANT INTEREST IN ECUADOREAN ACTIONS: LAW OF THE SEA, PARTICIPATION IN OPEC, AND IDENTIFICATION WITH THE "THIRD WORLD."

21. BECAUSE OF ITS LEADERSHIP AND QUARTER OF A CENTURY STANCE AS A PROPONENT OF THE TERRITORIAL SEA CONCEPT, ECUADOR LOOMS LARGER THAN ITS SIZE ON LAW OF THE SEA NEGOTIATIONS ON COASTAL WATERS. OF SPECIFIC BILATERAL SIGNIFICANCE IS OUR LONG-STANDING BILATERAL FISHING DISPUTE. WE HAVE NO REASON TO BELIEVE THAT THE GLIMMER OF PROGRESS MADE IN RECENT WEEKS

AND MONTHS ON THAT BILATERAL ISSUE WILL NOT CONTINUE TO BRIGHTEN WITH GENERAL AGUIRRE AS FONMIN. IN FACT, HIS BEING A MILITARY MAN -- THE FIRST SUCH IN THAT POSITION IN MEMORY -- COULD EVEN OPEN THE DOOR WIDER TO A GENERAL GOE ACCEPTANCE CONFIDENTIAL

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OF A SATISFACTORY RESOLUTION OF THIS PROBLEM.

22. ALTHOUGH PRESIDENT RODRIGUEZ HAS SAID THERE WILL BE NO FORMAL BREAKING OF RANKS BETWEEN ECUADOR AND OPEC, ECUADOR'S NEW CABINET MEMBERS ARE LIKELY TO VIEW RELATIONS WITH THAT ORGANIZATION MORE IN TERMS OF ECUADOR'S INTERESTS THAN OF OPEC SOLIDARITY. THIS WAS NOT THE CASE IN THE PAST, AT LEAST UNTIL THE REDUCTION OF GOVT "TAKE" OF TWO MONTHS AGO. ECUADOR, AS THE SMALLEST MEMBER OF OPEC, FELT THAT IT HAD TO BE ONE OF ITS STRONGEST AND MOST DISCIPLINED SUPPORTERS. THE DIRE ECONOMIC CONSEQUENCES OF THIS PAST POLICY APPEAR TO BE WELL RECOGNIZED WITHIN THE NEWLY-REFURBISHED GOE.

23. ECUADOR'S RELATIONS WITH THE THIRD WORLD ARE SOMEWHAT MORE PROBLEMATICAL. A STATEMENT IN THE QUITO PRESS OF SEPT. 9 INDICATES THAT THE GOE MAY BE TOYING WITH THE IDEA OF SEEKING FORMAL MEMBERSHIP IN THE NONALIGNED GROUP. IF THIS IS THE CASE, THE CAUSE MAY BE FOUND IN A PERCEIVED POLITICAL NEED TO CAST AN ANCHOR ON THE PORT SIDE WHILE THE PREVAILING WINDS OTHERWISE CARRY THE SHIP OF STATE TO THE STARBOARD. REGARDLESS OF WHETHER ECUADOR FORMALLY ENGAGES ITSELF WITH THIS GROUP OF NATIONS, IT WILL REMAIN A HIGHLY NATIONALISTIC COUNTRY CONVINCED THERE ARE GAINS IN PERFORMING ACTS OF SOLIDARITY WITH THE "THIRD WORLD." HOWEVER TOO STRIDENT THIRD WORLD POSITIONS OR MEMBERSHIP IN THE NONALIGNED BLOC COULD HAVE A NEGATIVE EFFECT ON ADDITIONAL FOREIGN INVESTMENT.

24. THESE EARLY PREDICTIONS ARE BASED ON OUR KNOWLEDGE OF THE PERSONALITIES INVOLVED AND THEIR PUBLIC STATEMENTS SINCE OR JUST PRIOR TO TAKING OFFICE. THE TEST WILL COME IN THEIR ACTIONS. THE ANALYSIS IS ALSO BASED ON THE ASSUMPTION THAT THESE LEADERS WILL STAY IN POWER LONG ENOUGH TO TAKE EFFECTIVE ACTION. THIS ASSUMPTION, AS STATED AT THE OUTSET, IS OPEN TO SOME QUESTION. IT IS EXAMINED IN REF C. WITH THESE CAVEATS, WE BELIEVE OUR PRELIMINARY ANALYSIS INDICATES THAT THE NEW RODRIGUEZ GOVT APPOINTMENTS SHOULD LEAD TO A SOMEWHAT MORE CORDIAL AND PRODUCTIVE RELATIONSHIP BETWEEN ECUADOR AND THE U.S. BREWSTER

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